

# Military Bases in Our Communities

## A Report of Military Bases in Washington State

FINAL  
April 2004

Joint Committee on Veterans' and Military Affairs  
Washington State Legislature

## **Joint Committee on Veterans' and Military Affairs**

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## INTRODUCTION

In 2002, Congress passed the National Defense Authorization Act for Fiscal Year 2002, which called for an additional round of base realignment and closure to occur in 2005.<sup>1</sup> The previous rounds occurred in 1988, 1991, 1993, and 1995. The act requires Defense Secretary Donald Rumsfeld (SECDEF) to compile a list of bases to be closed or realigned in 2005. In light of the new base realignment and closure (BRAC) round, Engrossed House Bill 2064 passed the legislature during the 2003 regular session and was thereafter signed into law by Governor Locke. The bill directs the Joint Committee on Veterans' and Military Affairs (JCVMA) to conduct a study of military facilities in Washington to "ensure that all military facilities in Washington retain their premier status with respect to their national defense missions." This report is the product of that study.

### *Joint Committee on Veterans' and Military Affairs*

JCVMA is a committee charged with examining and addressing issues affecting the military and veteran populations in the state. The committee comprises 16 appointed members, four from each caucus of each legislative body. A four-member executive board, one from each caucus of each body, governs the committee. The committee only meets during the interim. While it does not actually pass legislation, the committee does hold hearings and endorse proposed legislation.

### *Base Realignment and Closure*

The Base Realignment and Closure (BRAC) process has been around in principle since the 1960s, when President John F. Kennedy directed Secretary of Defense Robert S. McNamara to develop and implement a base closure and realignment program to reflect the reality of the times. The goal was to save money and reduce base structure that was created during WWII. The early BRAC rounds were conducted exclusively by the Department of Defense (DoD) and occurred without Congressional involvement. Due to the sensitive economic and political nature of base closures, Congress intervened in the 1970s and involved itself in the BRAC process.

In response to legislative deadlock on the BRAC process, Congress introduced a process in 1988 designed to minimize political interference. The statute established a commission to make recommendations to Congress and SECDEF on closures and required lawmakers to either accept or reject the commission's report in its entirety. The BRAC process was further refined in 1990 resulting in the process we have today (mostly). Under the current BRAC process, the SECDEF makes

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<sup>1</sup> Defense Base and Realignment Closure Act of 1990 (Public Law 101-510), as amended by the National Defense Authorization Act for Fiscal Year 2002 (Public Law 107-107).

recommendations on base closures and realignment to the BRAC commission, whose members are nominated by the President and confirmed by the Senate. The commission will review the recommendations and submit its own recommendations to the President. The President will review the recommendations and either send them back for further work, or forward them without changes to Congress. The recommendations of the commission automatically go into effect unless disapproved by a joint resolution of Congress.

Since 1988, the United States has gone through four BRAC rounds (1988, 1991, 1993, and 1995) that have closed 97 major military facilities, numerous minor military installations, and conducted 55 major realignments. Washington state's military facilities have remained relatively unchanged in the previous rounds, losing only one major facility with the 1991 closure of Naval Station Puget Sound at Sand Point. (A minor military installation, Camp Bonneville, located in Clark County, was closed in 1995).

While the final BRAC decisions are not due until 2005, much of the preliminary work has started. Congress has already established a BRAC time line with several important dates. (See appendix A). The SECDEF has completed and submitted to Congress a detailed 20 year force structure plan. SECDEF will compare that plan with the current military infrastructure inventory. The criteria by which each facility will be evaluated has been published (see Appendix B). In March 2005, the President must appoint, and the Senate must confirm, nine BRAC commissioners. By May 2005, SECDEF must compile a list of recommended base closures or realignments and transmit it to the commission. The commission must assess the recommendations and submit to the President a report containing its findings and conclusions, and a list of proposed closures and realignments by September 2005. The President has 15 days to either accept or reject the commission's entire list. If the list is approved, it is transmitted to Congress, who has 45 days to approve or reject the entire list. If the president rejects the list, the commission has 30 days to make adjustments and resubmit the list.

In an attempt to minimize political influence on the BRAC process, local DoD personnel, including base commanders, are prohibited from participating in BRAC-related discussions. DoD guidance prohibits unauthorized discussion, dissemination of information, or speculation. Further, local commanders are not in a position to answer questions requiring them to speculate or discuss BRAC issues which are subject to internal DoD deliberation. DoD personnel may not participate in their official capacity in activities of any organization that has as its purpose, directly or indirectly, insulating bases from realignment or closure.

Consequently, in conducting the base tours, the committee refrained from discussing BRAC-related issues.

### ***Engrossed House Bill 2064***

EHB 2064 directed the committee to tour Washington military bases in preparation for BRAC 2005. Specifically, the committee was charged with obtaining an understanding of the mission of each military facility and identifying obstacles that may impede the execution of that mission. The committee was directed to look at the economic impacts the facilities have on the state economy and evaluate local proposals intended to further the mission of the facilities. The committee was also directed to make recommendations regarding appropriate expenditures to ensure proper functioning and continued operation of the facilities within the state and examine state and local laws and regulations regarding military facilities.

During the 2003 interim, the committee toured the major military facilities throughout the state: Fort Lewis and Madigan Army Medical Center; McChord Air Force Base; Bangor Submarine Base; Puget Sound Naval Shipyard; Naval Station Bremerton; Keyport Underwater Warfare Center; Whidbey Island Naval Air Station; Naval Station Everett; and Fairchild Air Force Base. Members of the committee and the appropriate state and national legislators from the area were invited on the tour. Additionally, a representative from the Governor's office was present at the tours, as was legislative staff.

In addition to touring the bases, the committee held public work sessions aimed at collecting information on local impacts of the base and other information pertaining to the BRAC process. Members of local governments and chambers of commerce were invited to make presentations and engage in a dialogue with the committee about possible actions that could ensure the existence of the bases. The meetings were open to the public and the committee allowed members of the public to speak.

### **BASE MISSION**

EHB 2064 directed the committee to gain an understanding of the mission of each military facility. To fulfill this obligation, members of the committee were briefed by base commanders and other military officers regarding the tenant commands and the types of activities performed on the base.

### ***Fort Lewis and Madigan Army Medical Center***

Fort Lewis, part of Forces Command, is the home of I Corps. It is one of 15 US power projection platforms. The Corps' primary focus is the Pacific Rim. Fort Lewis was recently selected to implement Army transformation with two Initial Brigade Combat Teams (Stryker Brigades) designed as more lethal fighting units with quicker deployment times and enhanced agility. The principal Fort Lewis maneuver units are the 1st Brigade, 25th Infantry Division and the 3d Brigade, 2nd Infantry Division. It is also home to the 593d Corps Support Group; the 555th Engineer Group; the 1st MP Brigade (Provisional); the I Corps NCO Academy, Headquarters, Fourth ROTC Region; the 1st Personnel Support Group; 1st Special Forces Group (Airborne); and 2d Battalion (Ranger), 75th Infantry. Additional training space, maneuvering areas, and live-fire ranges are available at Yakima Training Center in Eastern Washington. Ft. Lewis is also home to Madigan Army Medical Center (MAMC).

MAMC provides general medical center-type care, inpatient and outpatient, veterinary care and environmental health services for authorized members of the Armed Forces, retired personnel, and their family members.

### ***McChord Air Force Base***

McChord Air Force Base (AFB) is home to the 62<sup>nd</sup> Airlift Wing and its reserve associate wing, the 446<sup>th</sup> Airlift Wing. The 62<sup>nd</sup> Airlift Wing is the largest of two wings composed of C-17 Globemaster III cargo aircraft, which are capable of globally deploying a combat-ready force. McChord is home to the Washington Air National Guard and also shares the base with the Western Air Defense Sector and the 22<sup>nd</sup> Special Tactics Squadron.

### ***Puget Sound Naval Shipyard (PSNS)***

PSNS performs west coast naval nuclear propulsion work, including CVN overhauls and upkeep; Trident-class maintenance plan refits, refuelings and overhauls; and Trident SSGN conversions. PSNS also supports surface ships in Everett and Bremerton; performs reactor compartment disposal; recycles nuclear powered ships; and conducts fleet training.

### ***Bangor Submarine Base<sup>2</sup>***

Bangor is homeport to nine Ohio Class Trident Submarines (USS Ohio, USS Michigan, USS Georgia, USS Henry M. Jackson, USS Alabama, USS Alaska, USS Nevada, USS Pennsylvania, and USS Kentucky) and

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<sup>2</sup> The Navy is considering merging its Bremerton and Bangor bases to save money and eliminate repetitive services.

the USS Parche (Sturgeon Class Fast Attack Submarine). Bangor also hosts more than 60 tenant commands, most of which directly support the Trident Submarine, including the Commander, Navy Region Northwest; Commander, Submarine Group 9; Commander, Submarine Squadron 17; Trident Training Facility; Naval Intermediate Maintenance Facility; Strategic Weapons Facility, Pacific; and the Submarine Development Squadron 5.

### ***Naval Station Bremerton<sup>3</sup>***

Bremerton is homeport to the USS Carl Vinson; USS Bridge; USS Rainier; USS Camden; and the USS Sacramento. Bremerton is also home to the Bremerton Naval Inactive Ships Maintenance Facility, a storage and processing center for mothballed ships.

### ***Naval Station Everett***

Everett is homeport to the USS Abraham Lincoln; USS Shoup; USS Ford; USS Rodney M. Davis; and the USS Ingraham. Everett is also homeport to the Military Sealift Command Ship USNS Shasta and the United States Coast Guard Ship USCGC Henry Blake. Major tenants at Everett include Commander, Cruiser Destroyer Group 3; Commander, Naval Surface Group PACNW; Naval Reserve Readiness Command Northwest; Commander, Destroyer Squadron 9; Navy Intermediate Maintenance Facility, PACNW, Everett Detachment; Supervisor of Shipbuilding, Conversion and Repair; Afloat Training Group Detachment; and Construction Battalion Unit 421.

### ***Fairchild Air Force Base***

Fairchild AFB is home to the 92<sup>nd</sup> Air Refueling Wing (ARW), the world's largest refueling wing. The 92<sup>nd</sup> ARW is currently flying KC-135 missions around the world, and is a potential home for new 767 air-refueling tankers. Major tenants of Fairchild AFB include the 336<sup>th</sup> Training Group (the only survival school in the Air Force), the Washington Air National Guard 141<sup>st</sup> Air Refueling Wing, and the 2<sup>d</sup> Support Squadron. The survival school has access to several large tracts of land in Washington for training purposes.

### ***Whidbey Island Naval Air Station***

Whidbey Island provides air facilities, services and products to the Naval aviation community and all organizations at NAS Whidbey Island and Navy Region Northwest. The major tenant commands at Whidbey Island include an Electronic Attack Wing, consisting of nine carrier-based EA-

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<sup>3</sup> The roster of homeported ships is slated to change significantly in 2004.



6B squadrons, four land-based Joint USN/USAF expeditionary squadrons, one fleet replacement squadron; Patrol and Reconnaissance Wing 10, consisting of three P-3 squadrons and one EP-3 squadron; Marine Air Training Support Group 53; Naval Hospital Oak Harbor; and the Naval Air Reserve VR-61 fleet logistic squadron and VP-69 patrol squadron.

### ***Naval Undersea Warfare Center Division Keyport (NUWC)***

NUWC Keyport is one of two divisions of the Naval Undersea Warfare Center, headquartered at Newport, Rhode Island. NUWC Keyport provides testing and evaluation; in-service maintenance, service and repair; fleet readiness; and industrial-based support for undersea warfare systems, countermeasures, and sonar systems.

#### **ROLE WITHIN NATIONAL DEFENSE STRUCTURE**

SECDEF, under a military transformation philosophy aimed at developing U.S. military advantages and protecting against asymmetric threats, is in the process of creating a detailed force structure plan. How Washington fits into that plan is unknown, however, the state has historically maintained a significant role in the national defense structure due to its unique geographical location, topography and climate. The Puget Sound region has bases from each branch of the military within close proximity, providing joint service training opportunities in both improved and unimproved terrain. Puget Sound is a natural deep water port that can accommodate the largest of ships. Indeed, PSNS is the only shipyard on the West Coast capable of dry-docking a nuclear-class aircraft carrier. Aerial training ranges and ample “flying days” facilitate year-round tactical aircraft training. The varied terrain of Washington provides ideal training conditions ranging from high altitude mountain environments to arid desert environments and everything in between, including 375,000 acres of land in the Colville National Forest used by the Air Force for survival school training.

### ***BRAC Selection Criteria***

SECDEF recently published the criteria for DoD to use in making recommendations regarding the closure or realignment of military installations, and military value is to be given priority consideration. (See Appendix B). Key components of military value include current and future mission capabilities and the impact on operational readiness, including joint warfighting and training; the availability and condition of land, facilities, and associated airspace; the ability to accommodate mobilization and future force requirements; and the cost of operations.

Although a closer and more thorough examination of Washington bases and the criteria may be warranted, at first glance the criteria seem favorable to the state’s military installations. With Army, Air Force, and

Navy bases in the state, there is joint cooperation in both training opportunities and operational readiness. There is available land and associated airspace used as training areas throughout the state that provide a diversity of climate and terrain. Several bases in the state have the ability to accommodate new missions and future force requirements. Many of the bases are newer and have updated facilities, making the bases more cost effective and efficient.

## **MISSION OBSTACLES**

Military bases face both internal and external pressures that may hamper the performance of base missions. The main focal points of this report are the external, or civilian-generated, obstacles that could impede the missions of each facility. Some of these obstacles are germane to military bases, but most are obstacles encountered in both the military and civilian worlds.

### ***Transportation***

Transportation is a critical part of each base mission. The military bases must be able to move people and equipment quickly and easily. Several transportation issue areas were addressed at the public hearings.

- *Congestion:* Members of the military are affected by traffic congestion just like the general public. Commute times, equipment delivery, and training exercises are all affected by traffic congestion. Sailors and soldiers in western Washington seeking to further their education at four-year institutions may be dissuaded due to the long commute times from the bases to the institutions.
- *Ferry service:* The Navy has a strong and dispersed presence in the Puget Sound region, with bases in Island, Kitsap and Snohomish counties. A regular passenger-only and/or a traditional automobile ferry between the counties would help the military transport both passengers and cargo in a more expedient manner.
- *Air travel:* Concerns were raised regarding the time required for passenger air travel from the Snohomish and Island county bases. Sailors taking personal flights must first travel from Everett or Whidbey Island to SeaTac, a difficult commute even in non-rush hour traffic. There was some discussion of possibly expanding Paine field in Everett to allow commercial aviation.
- *Cross-base Highway:* There was also discussion of the proposed cross-base highway through McChord AFB. McChord is surrounded by developed land to the north, west and east. When conducting operational readiness and training exercises, the military utilizes the unimproved areas on the southern end of the base and land in Ft. Lewis as well. Some concern was expressed that putting a cross-base highway along the southern end of the

base will make it difficult to utilize the entire base and may jeopardize the future of the base.

### ***Employment***

Employment was another frequent topic of discussion. Like transportation, employment is certainly not a “military only” issue, but military personnel do have unique problems.

- *Work-force training:* Members of the military can advance their careers through education. While some bases do have extensive on-base educational opportunities, having an institute of higher learning in the local community greatly benefits local military personnel. Four year degree programs offered by WWU in Everett do not include the business, engineering, and science programs desired by Navy personnel. Additionally, traveling to Seattle may dissuade individuals from pursuing their education during their military career. Similar concerns were expressed by individuals who have separated from the military and are seeking to re-train themselves to be productive in a civilian work force.
- *Apprenticeships and licensing:* Performance of certain military duties and the training invested in military personnel is often similar to training required of the general public in order to become credentialed or licensed in a certain trade. However, members of the military do not necessarily receive credit for their military training. While no specific trade was mentioned, further examination of granting credit for military training toward civilian credentialing and licensing may be warranted.
- *Spousal Employment:* The mobile nature of military service makes it difficult for spouses to find career-oriented employment. Employers may be discouraged from hiring military spouses and investing in the training of spouses given the temporary nature of military assignments. Programs that encourage the hiring of military spouses could be valuable in accommodating the economic needs of military personnel. Similarly, veterans’ preference points in scoring examinations for state or local government employment could be extended to spouses of military personnel and national guardsmen, which would assist them in securing employment.

### ***Growth Management and Land Use Issues***

Encroachment upon military bases by the surrounding community can adversely affect a base's ability to conduct its mission. Encroachment happens when the local community allows or permits development of areas adjacent to the base. For example, runways have FAA-designated clear zones that may extend outside the property of the military base. These clear zones extend beyond the end of the runway and are intended to keep these areas clear of development to mitigate any damage in the event of a plane crash during takeoff or landing. Areas at the end of the runway also have high noise levels. Development in the clear zones adversely affects the ability to conduct training flights and may endanger those living or working within the zones. Some communities, such as Oak Harbor in Island County and Airway Heights in Spokane County, have taken affirmative steps to mitigate encroachment through zoning ordinances which ensure that development around the base is consistent with the base activities; building codes that address and minimize noise concerns; and real estate noise disclosure requirements that inform buyers of the conditions that exist because of the base. Rail lines are also subject to encroachment concerns. PSNS and Bangor rely on rail systems to move equipment, and encroachment on those rail lines by the public can pose an obstacle to performance of the mission of the base.

### ***Housing***

Another consistent theme of the meetings was the necessity of affordable housing. The military bases do have some housing capacity, nonetheless a significant portion of military personnel live off base. There are, of course, many issues that drive up housing costs, but it is important to the military that a supply of affordable housing exist around the bases. Legislation adopted in 2003 (SSB 5044) made it easier for military personnel to terminate leases was mentioned as an example of a housing practice that assists military personnel and provides an affordable option when a member of the armed forces is reassigned.

### ***Education***

Like members of the general public, military personnel want to make sure their children receive a quality education. Many of the issues raised in the hearings regarding education echoed general concerns about education. Class size, attraction and retention of quality teachers, special education programs and fulfilling state performance requirements are important to both the military and general populations. Specific concerns raised at the meetings revolve around budgeting issues for the school year. Generally, teachers are hired based on estimates of student populations and state funding is based on a per-student formula. Shifts in the military

population affect the number of enrolled students and therefore can leave a district with both a funding and staffing shortage.

### ***Environmental issues***

Washington's military bases have developed and implemented plans to minimize environmental impacts resulting from base activities. While the diverse location of the bases requires that environmental plans be tailored to the locale of the base, there were similar concerns expressed at the public work sessions. Fish and wildlife management, underwater detonation and sonar, and illegal dumping on bases by private individuals or business are common issues.

### ***Miscellaneous Issues***

- *Public safety:* Public safety is important for members of the military. Those deployed away from home need to know that their loved ones are safe and secure. Adequate funding for police and fire protection are important to peace of mind.
- *Regulatory conflict:* While no specifics were provided, concern about conflicting regulatory burdens was brought up at the work sessions. It is unclear whether the conflict exists between state entities or state and federal entities, and further examination may be warranted.

## **ECONOMIC IMPACT**

Attached to this report are several charts with information on Washington's military personnel. Appendix C, taken from a Department of Defense website, shows the number of DoD military and civilian personnel in the state, broken down by the military institution or city. Appendix D shows the earnings of military personnel broken down by county and as a percentage of total earnings. Appendix E has information about military construction projects in the state since 1998.

To briefly summarize, the 2001 military population in the state was 179,565 (including uniformed and civilian military personnel and their dependants) that earned a total of \$4.4 billion. In 2003, a total of \$278 million was appropriated for military construction in the state.

## **STATE SUPPORT OF BASES**

The draft report made a number of recommendations to enhance the relationship with the military and protect Washington bases from BRAC closure. This past legislative session, a number of those recommendations came to fruition. Those actions, combined with actions of previous years, are discussed in this section.

### ***Legislative Branch***

The state Legislature passed several bills during the 2003 and 2004 legislative sessions that address specific concerns about the relationship between the military bases and their surrounding communities.

*SB 6401: Protecting military installations from encroachment of incompatible land uses.*

Concerns about current or potential encroachment upon military bases, and how that encroachment may negatively affect the evaluation of Washington bases in the BRAC process, were expressed to the JCVMA during the 2003 base tours. While state law requires local governments to develop comprehensive land use plans, there is no requirement that the land use plans protect military installations from encroachment. Consequently, local communities worked with the executive and legislative branches to draft legislation recognizing the importance of the United States military as a vital component of the Washington State economy, and identifying as a priority the protection of the land surrounding our military installations from incompatible development.

The bill provides that comprehensive plans, development regulations, and amendments thereto should not allow development in the vicinity of a military installation that is incompatible with the installation's ability to carry out its mission requirements. The legislation also creates a process whereby counties and cities with federal military installations employing 100 or more personnel must notify the commander of an affected military installation of their intent to adopt or amend comprehensive plans or development regulations to address lands adjacent to the installation in order to ensure those lands are protected from incompatible development. The commander must be provided 60 days to submit written recommendations and supporting facts related to the action being considered. Failure of a commander to respond may be presumed to mean that the proposed plan, regulation, or amendment will not have an adverse effect on the operation of the installation.

*SSB 6302: Establishing additional protections for persons ordered to active military service.*

While the Servicemembers Civil Relief Act (SCRA) provides a number of significant protections to federal service members or National Guard members called into federal service, aimed at postponing or suspending certain civil obligations while the service member is deployed, the SCRA does not contain any provision regarding tuition refunds. In 2004, the Legislature enacted a state law to protect such students.

A student at a postsecondary education institution who is ordered to active state service or federal active service for more than 30 days and provides the requisite notice is entitled to either: (1) withdraw from courses without negative annotation on his or her record and have tuition and fees credited to the person's account at the institution; (2) be given an incomplete and the ability to complete the course upon release from duty; or (3) continue and complete the course for full credit, with any classes missed counted as excused absences. If the student chooses to withdraw, he or she may re-enroll at the institution within one year following release from military service without penalty. The student is also entitled to receive a refund of amounts paid for room, board, and fees attributable to the time the student was serving in the military and did not use the facilities for which the amounts were paid.

The legislation also applies all of the rights and duties conveyed under the SCRA to deeds of trust under Washington law, and prohibits interest or penalties from being assessed for the period of April 30, 2003, through April 30, 2005, on delinquent 2003 or 2004 property taxes for military personnel participating in Operation Enduring Freedom.

*SB 6164: Concerning residency status of military dependents.*

The state of Washington has a history of recognizing the special circumstances of residency for active duty members of the military and their spouses or dependents. For a number of years they were included in tuition waiver statutes but when waivers became permissive and variable, the Legislature decided to include them in the definition of resident for tuition paying purposes. Currently included in that definition are (1) a student who is on active military duty stationed in Washington or who is a member of the Washington National Guard, (2) a student who is the spouse or dependent of a person who is on active military duty stationed in the state, and (3) a student who resides in Washington and is the spouse or dependent of a person who is a member of the Washington National Guard. The legislation provides continued eligibility for in-state tuition for the spouse and dependents of persons on active military duty who are reassigned outside Washington.

*ESJM 8039: Requesting relief for military installations in Washington State from the latest round of closures under the Base Realignment and Closure process.*

The Memorial acknowledges the strategic and economic importance of military installations in Washington State and petitions the President, Congress, and the Department of Defense to recognize the contributions of these bases and to not make them victims of the 2005 BRAC round.

*SB 5049: Designates November of each year as veterans' history awareness month.*

The week in which Veterans' Day occurs is designated as a time for people to celebrate the contributions of veterans to the State of Washington. Educational institutions, public entities and private organizations are encouraged to designate time for activities in commemoration of the contributions of America's veterans.

*SB 5273: Extending the use of veterans' scoring criteria in employment examinations.*

The legislation eliminates the restriction of 15 years that veterans may claim a scoring preference on civil service exams. Previously, veterans could claim the preference for only 15 years after release from active military service.

*ESHB 2459: 2004 Supplemental Operating Budget.*

The operating budget passed by the legislature includes a \$500,000 appropriation to the Washington State Department of Community, Trade and Economic Development for a local government grant program. The grant program is aimed at improving the communication and relationship between military bases and their local communities.

### ***Executive Branch***

The Governor and a number of state agencies have formed a work group interested in the preservation of all Washington bases. The group meets monthly to share best practices regarding relationships with the military bases. The group also gathers information and operates as a single point of contact to resolve any obstacles for our bases.



# **APPENDIX A**

## **FY 2002 NATIONAL DEFENSE AUTHORIZATION ACT**

### **BRAC TIMELINE**

([www.dod.mil/brac](http://www.dod.mil/brac))

## **FY 2002 National Defense Authorization Act**

### **BRAC 2005 Timeline**

Now thru May 16, 05	<u>DoD Deliberative Process.</u> DoD undertakes internal data gathering and analytic process necessary to formulate recommendations and meet the statutory reporting requirements outlined below.
Dec 31, 03	<u>Draft Selection Criteria.</u> Not later than this date the Secretary of Defense "shall publish in the Federal Register and transmit to the congressional defense committees the criteria proposed to be used by the Secretary in making recommendations for the closure or realignment of military installations inside the United states." There is a 30 day public comment period.
Feb ~, 04	<u>Force Structure Plan &amp; Infrastructure Inventory to Congress.</u> As part of the FY 05 Budget justification documents submitted to Congress, the Secretary shall include the following: <ul style="list-style-type: none"><li>• A "force-structure plan for the Armed Forces based on an assessment by the Secretary of the probable threats to the national security during the 20-year period beginning with fiscal year 2005, the probable end-strength levels and major military force units (including land force divisions, carrier and other major combatant vessels, air wings, and other comparable units) needed to meet these threats, and the anticipated levels of funding that will be available for national defense purposes during such period."</li><li>• A "comprehensive inventory of military installations world-wide for each military department, with specifications of the number and type of facilities in the active and reserve forces of each military department."</li><li>• A "description of infrastructure necessary to support the force structure described in the force structure plan."</li><li>• A "discussion of excess categories of excess infrastructure and infrastructure capacity."</li><li>• An "economic analysis of the effect of the closure or realignment of military installations to reduce excess infrastructure."</li><li>• A "certification regarding whether the need exists for the closure or realignment of additional military installations; and if such need exists, a certification that the additional round of closures and realignments would result in annual net savings for each of the military departments beginning not later than fiscal year 2011."</li></ul>
Feb 16, 04	<u>Final Selection Criteria.</u> Not later than this date the Secretary of Defense shall "publish in the Federal Register and transmit to the congressional defense committees the final criteria to be used in making recommendations for the closure and realignment of military installations inside the United States."
Mar 15, 04	Deadline for Congressional disapproval of Final Selection Criteria

Apr ~, 04	<u>Comptroller General Evaluation</u> . Not later than 60 days after the date on which the force-structure plan and infrastructure inventory are submitted to Congress, the Comptroller General shall prepare an evaluation of the force-structure plan, infrastructure inventory, selection criteria, and the need for the closure and realignment of additional military installations
Feb ~, 05	<u>Revisions to Force-Structure Plan and Infrastructure Inventory</u> . If the Secretary has made any revisions to the force-structure plan and infrastructure inventory, the Secretary shall submit those revisions to Congress as part of the FY 06 Budget justification documents
Mar 15, 05	<u>Nomination of Commissioners</u> . Not later than this date, the President must transmit to the Senate nominations for the appointment of new members to the Defense Base Closure and Realignment Commission.
May 16, 05	<u>Secretary of Defense Recommendations</u> . Not later than this date, the Secretary must publish in the Federal Register and transmit to the congressional defense committees and the Commission, a list of the military installations that the Secretary recommends for closure or realignment.
Jul 1, 05	<u>Comptroller General Analysis</u> . Not later than this date, the Comptroller General shall transmit to the congressional defense committees, a report containing a detailed analysis of the Secretary's recommendations and selection process.
Sep 8, 05	<u>Commission's Recommendations</u> . Not later than this date, the Commission must transmit to the President "a report containing its findings and conclusions based on a review and analysis of the Secretary's recommendations."
Sep 23, 05	<u>President's Approval or Disapproval of Commission Recommendations</u> . Not later than this date, the President shall transmit to the Commission and to the Congress, "a report containing the President's approval or disapproval of the Commission's recommendations."  If the President approves the recommendations, the recommendations are binding 45 "legislative" days after Presidential transmission or adjournment sine die, unless Congress enacts joint resolution of disapproval.
Oct 20, 05	<u>Commission's Revised Recommendations</u> . If the President disapproves the Commission's initial recommendations, the Commission must submit revised recommendations to the President not later than this date.
Nov 7, 05	<u>President's Approval or Disapproval of Revised Recommendations</u> . The President must approve the revised recommendations and transmit approval to Congress by this date or the process ends. The recommendations become binding 45 "legislative" days after Presidential transmission or adjournment sine die, unless Congress enacts joint resolution of disapproval.
Apr 15, 06	Commission terminates

## **APPENDIX B**

### **SELECTION CRITERIA**

Dated: February 5, 2004.

**L.M. Bynum,**

*Alternate OSD Federal Register Liaison  
Officer, Department of Defense.*

[FR Doc. 04-3017 Filed 2-11-04; 8:45 am]

**BILLING CODE 5001-06-M**

## DEPARTMENT OF DEFENSE

### Office of the Secretary of Defense; Meeting of the DOD Advisory Group on Electron Devices

**AGENCY:** Department of Defense,  
Advisory Group on Electron Devices.

**ACTION:** Notice.

**SUMMARY:** The DoD Advisory Group on  
Electron Devices (AGED) announces a  
closed session meeting.

**DATES:** The meeting will be held at  
1300, Thursday, February 26, 2004 and  
0800 Friday February 27, 2004.

**ADDRESSES:** The meeting will be held at  
Palisades Institute for Research  
Services, 1745 Jefferson Davis Highway,  
Suite 500, Arlington, VA 22202.

**FOR FURTHER INFORMATION CONTACT:** Mr.  
Eric Carr, AGED Secretariat, 1745  
Jefferson Davis Highway, Crystal Square  
Four, Suite 500, Arlington, Virginia  
22202.

**SUPPLEMENTARY INFORMATION:** The  
mission of the Advisory Group is to  
provide advice to the Under Secretary of  
Defense for Acquisition, Technology  
and Logistics to the Director of Defense  
Research and Engineering (DDR&E), and  
through the DDR&E to the Director,  
Defense Advanced Research Projects  
Agency and the Military Departments in  
planning and managing an effective and  
economical research and development  
program in the area of electron devices.

The AGED meeting will be limited to  
review of research and development  
programs which the Military  
Departments propose to initiate with  
industry, universities or in their  
laboratories. The agenda for this  
meeting will include programs on  
microwave technology,  
microelectronics, electro-optics, and  
electronics materials.

In accordance with section 10(d) of  
Pub. L. 92-463, as amended, (5 U.S.C.  
App. 10(d)), it has been determined that  
this Advisory Group meeting concerns  
matters listed in 5 U.S.C. 552b(c)(1), and  
that accordingly, this meeting will be  
closed to the public.

Dated: February 6, 2004.

**L.M. Bynum,**

*Alternate, OSD Federal Register Liaison  
Officer, Department of Defense.*

[FR Doc. 04-3037 Filed 2-11-04; 8:45 am]

**BILLING CODE 5001-06-M**

## DEPARTMENT OF DEFENSE

### Office of the Secretary

#### Notice of Meeting

**AGENCY:** DoD Medicare-Eligible Retiree  
Health Care Board of Actuaries.

**ACTION:** Notice of meeting.

**SUMMARY:** A meeting of the Board has  
been scheduled to execute the  
provisions of Chapter 56, Title 10,  
United States Code (10 U.S.C. 1114).  
The Board shall review DoD actuarial  
methods and assumptions to be used in  
the valuation of benefits under DoD  
retiree health care programs for  
Medicare-eligible beneficiaries. Persons  
desiring to: (1) Attend the DoD  
Medicare-Eligible Retiree Health Care  
Board of Actuaries meeting, or (2) make  
an oral presentation or submit a written  
statement for consideration at the  
meeting, must notify Bill Klunk at (703)  
696-7404 by May 3, 2004.

Notice of this meeting is required  
under the Federal Advisory Committee  
Act.

**DATES:** May 26, 2004, 1:30 p.m.-5 p.m.

**ADDRESSES:** 4040 N. Fairfax Drive, Suite  
270, Arlington, VA 22203.

**FOR FURTHER INFORMATION CONTACT:** Bill  
Klunk, DoD Office of the Actuary, 4040  
N. Fairfax Drive, Suite 308, Arlington,  
VA 22203, (703) 696-7404.

Dated: February 6, 2004.

**L.M. Bynum,**

*Alternate OSD Federal Register Liaison  
Officer, Department of Defense.*

[FR Doc. 04-3016 Filed 2-11-04; 8:45 am]

**BILLING CODE 5001-06-M**

## DEPARTMENT OF DEFENSE

### Office of the Secretary

#### Department of Defense Selection Criteria for Closing and Realigning Military Installations Inside the United States

**AGENCY:** Department of Defense (DoD).

**ACTION:** Final selection criteria.

**SUMMARY:** The Secretary of Defense, in  
accordance with section 2913(a) of the  
Defense Base Closure and Realignment  
Act of 1990, Public Law 101-510, as  
amended, 10 U.S.C. 2687 note, is  
required to publish the final selection  
criteria to be used by the Department of  
Defense in making recommendations for  
the closure or realignment of military  
installations inside the United States.

**EFFECTIVE DATE:** February 12, 2004.

**FOR FURTHER INFORMATION CONTACT:** Mr.  
Mike McAndrew, Base Realignment and

Closure Office, ODUSD(I&E), (703) 614-  
5356.

#### SUPPLEMENTARY INFORMATION:

##### A. Final Selection Criteria

The final criteria to be used by the  
Department of Defense to make  
recommendations for the closure or  
realignment of military installations  
inside the United States under the  
Defense Base Closure and Realignment  
Act of 1990, Public Law 101-510, as  
amended, 10 U.S.C. 2687 note, are as  
follows:

In selecting military installations for  
closure or realignment, the Department  
of Defense, giving priority consideration  
to military value (the first four criteria  
below), will consider:

##### *Military Value*

1. The current and future mission  
capabilities and the impact on  
operational readiness of the Department  
of Defense's total force, including the  
impact on joint warfighting, training,  
and readiness.

2. The availability and condition of  
land, facilities and associated airspace  
(including training areas suitable for  
maneuver by ground, naval, or air forces  
throughout a diversity of climate and  
terrain areas and staging areas for the  
use of the Armed Forces in homeland  
defense missions) at both existing and  
potential receiving locations.

3. The ability to accommodate  
contingency, mobilization, and future  
total force requirements at both existing  
and potential receiving locations to  
support operations and training.

4. The cost of operations and the  
manpower implications.

##### *Other Considerations*

5. The extent and timing of potential  
costs and savings, including the number  
of years, beginning with the date of  
completion of the closure or  
realignment, for the savings to exceed  
the costs.

6. The economic impact on existing  
communities in the vicinity of military  
installations.

7. The ability of both the existing and  
potential receiving communities'  
infrastructure to support forces,  
missions, and personnel.

8. The environmental impact,  
including the impact of costs related to  
potential environmental restoration,  
waste management, and environmental  
compliance activities.

##### B. Analysis of Public Comments

The Department of Defense (DoD)  
received a variety of comments from the  
public, members of Congress, and other  
elected officials in response to the

proposed DoD selection criteria for closing and realigning military installations inside the United States. The Department also received a number of letters from members of Congress regarding BRAC selection criteria before publication of the draft criteria for comment. The Department has treated those letters as comments on the draft criteria and included the points raised therein in our assessment of public comments. The comments can be grouped into three categories: general, military value, and other considerations. The following is an analysis of these comments.

#### (1) General Comments

(a) Numerous commentors expressed support for the draft criteria without suggesting changes and used the opportunity to provide information on their particular installations. DoD understands and greatly appreciates the high value that communities place on the installations in their area and the relationships that have emerged between the Department and local communities. Both the BRAC legislation and DoD's implementation of it ensure that all installations will be treated equally in the base realignment and closure process.

(b) Several commentors gave various reasons why a particular installation, type of installation, or installations designated by Congress as unique assets or strategic ports, should be eliminated from any closure or realignment evaluation. Public Law 101-510 directs DoD to evaluate all installations equally. The Department has issued guidance to all DoD Components instructing them to treat all installations equally.

(c) Some commentors indicated the selection criteria should reflect the statutory requirement of section 2464 of title 10, United States Code, to maintain a core logistics capability, and the statutory limitation of Section 2466 that the Department spend no more than 50% of its depot-level maintenance and repair funds to contract for the performance of such workload. Consistent with the development and application of the criteria used in all previous rounds, it is inappropriate to include any statutory constraints in the selection criteria because they are too varied and numerous and could preclude evaluation of all installations equally. The absence of these requirements in the text of the criteria, however, should not be construed as an indication that the Department will ignore these or any other statutory requirements or limitations in making its final recommendations.

(d) The Department did not receive any requests from local governments that a particular installation be closed or realigned pursuant to section 2914(b)(2) of Public Law 101-510, which states that the Secretary shall consider any notice received from a local government in the vicinity of a military installation that the local government would approve of the closure or realignment of the installation. A few private citizens, however, asked that a particular installation be closed or that operations be restricted to limit noise or other community impacts.

(e) A few commentors expressed concern over the broad nature of the criteria and requested greater detail, including in some cases requests for definitions, specificity regarding select functions, and explanations of when a closure as opposed to a realignment was appropriate. While the Department appreciates a desire for detail, the inherent mission diversity of the Military Departments and Defense Agencies makes it impossible for DoD to specify detailed criteria that could be applied to all installations and functions within the Department. Broad criteria allow flexibility of application across a wide range of functions within the Department.

(f) A few commentors recommended assigning specific weights to individual criteria and applying those criteria uniformly across the Department. It would be impossible for DoD to specify weights for each criterion that could be applied uniformly to all installations and functions because of the inherent mission diversity within the Department. Other than the requirement to give the military value criteria priority consideration, the numbering reflected in the listing of the criteria are not intended to assign an order of precedence to an individual criterion.

(g) One commentor suggested that section 2687 of title 10, United States Code, requires the Department to exclude military installations with less than 300 authorized civilian positions from consideration for closure or realignment under BRAC. While section 2687 allows the Department to close or realign such installations outside the BRAC process, it does not preclude their consideration within BRAC. In order for the Department to reconfigure its current infrastructure into one in which operational capacity maximizes both warfighting capability and efficiency, it must undertake an analysis of the totality of its infrastructure, not just those with 300 or more authorized civilian positions.

(h) Some commentors were concerned that BRAC would be used as a "back

door" method of privatizing civilian positions. DoD's civil service employees are an integral part of successful accomplishment of defense missions. Section 2904 specifically limits the ability of the Secretary of Defense to carry out a privatization in place of a military installation recommended for closure or realignment to situations where that option is specified in the recommendations of the Commission and determined by the Commission to be the most cost-effective method of implementation of the recommendation. Therefore, if any closure or realignment recommendation includes privatization, it will be clearly stated in the recommendation.

(i) One commentor suggested that the Department needed to conduct a comprehensive study of U.S. military installations abroad and assess whether the existing U.S. base infrastructure meets the needs of current and future missions. The BRAC statute applies to military installations inside the United States, the District of Columbia, the Commonwealth of Puerto Rico, Guam, the Virgin Islands, American Samoa, and any other commonwealth, territory, or possession of the United States. As a parallel action, the Secretary of Defense has already undertaken a comprehensive study of global basing and presence—the Integrated Global Presence and Basing Strategy (IGPBS). BRAC will accommodate any decisions from that study that relocate forces to the U.S. DoD will incorporate our global basing strategy into a comprehensive BRAC analysis, thereby ensuring that any overseas redeployment decisions inform our recommendations to the BRAC Commission.

(j) A few commentors cautioned the Department against using the authority provided by section 2914(c) to close and retain installations in inactive status because of the negative effect such action might have on the relevant local community. The Department recognizes that job creation gained through the economic reuse of facilities is critically important to mitigate the negative impact of BRAC recommendations. As such, the Department will exercise the utmost caution and consideration when exercising its authority to retain installations in an inactive status. It should be noted that the Department has always had this authority, even though its appearance in the authorizing legislation for the 2005 round would indicate it is a new authority. As such, the Department's actions in the four previous base closure rounds demonstrate that it will be exercised judiciously.

(k) A few commentors asked the Department to give priority to relocating activities within the same state or local community. The Department recognizes that the economic impact of BRAC reductions can be lessened by moving functions to geographically proximate locations. As specified in the BRAC legislation, however, military value must be the primary consideration when making these decisions. Specifically, those factors that are set out in criteria one through four are the most important considerations when selecting receiving locations.

#### (2) Military Value Comments

(a) A majority of comments received dealt with the military value criteria. In the aggregate, military value refers to the collection of attributes that determine how well an installation supports force structure, functions, and or missions.

(b) One commentor was concerned that the Department would lose sight of the value of service-unique functions when applying criteria that include reference to jointness. The Department recognizes the distinct military value provided by both service-unique functions and those functions that are performed by more than one service. Accordingly, the Secretary established a process wherein the Military Departments are responsible for analyzing their service-unique functions, while Joint Cross-Service Groups, which include representatives from each of the military services, analyze the common business-oriented support functions.

(c) A few commentors were concerned that criterion two, which captures the legislative requirements set out in Section 2913(b)(1)–(3), did not recite verbatim the language in the BRAC statute. They urged incorporation of “Preservation of” into the final criteria to ensure that the 2005 BRAC round preserve the infrastructure necessary to support future military requirements. Selection criteria must facilitate discriminating among various military installations, assessing the value of each and comparing them against each other to see which installations offer the greatest value to the Department. Criteria one through three compare the respective assets of different military installations against each other, valuing those with more of those assets more highly than those without those assets. By valuing the installations with more of these assets higher, the Department “preserves” these valuable assets set out in the criteria. If the Department were to modify the criteria to include “preservation,” as suggested in the comment, we would be forced to assess

how an installation “preserves” something rather than whether an installation possesses the assets worthy of preservation, potentially undercutting the statutory factors rather than furthering those factors. While the criteria proposed by the Secretary do not recite the statutory language verbatim, they do fully reflect the nine factors set out in the statute, and as such are legally sufficient. Additionally, the Department does not agree with the assertion that the criteria must contain the word “preservation” in order to comply with congressional intent. The report of the Committee of Conference to accompany S. 1438, the National Defense Authorization Act for Fiscal Year 2002, refers to the preceding list of requirements as “factors that must be evaluated and incorporated in the Secretary’s final list of criteria.” The BRAC statute does not require, as a matter of law, a verbatim recitation of the factors set out in Section 2913. On the contrary, a requirement for a verbatim recitation is inconsistent with the requirements for publication of draft criteria, an extensive public comment period, and finalization of criteria only after reviewing public comments. If the Secretary were bound to adopt the statutory language as his criteria, the detailed publication process required by Congress would be meaningless.

(d) A few commentors stressed the importance of maintaining a surge capacity. Surge requirements can arise for any number of reasons, including contingencies, mobilizations, or extended changes in force levels. Criteria one and three capture the concept of surge capacity as they are currently drafted. As was the case with the criteria used in the past three rounds of BRAC, criterion one requires the Department to consider “current and future” mission capabilities and criterion three assesses the “ability to accommodate *contingency, mobilization and future total force requirements*”. In 1999, after three rounds of BRAC using these criteria (and similar criteria used in the first round of BRAC), the Department looked closely at its ability to accommodate increased requirements and found that even after four rounds of base realignments and closures it could accommodate the reconstitution of 1987 force structure—a significantly more robust force than exists today—which is a more demanding scenario than a short term mobilization. Further, as required by Section 2822 of the National Defense Authorization Act for Fiscal Year 2004 (Pub. L. 108–136), the Secretary, as part of his assessment of probable threats to national security, will determine the

“potential, prudent, surge requirements to meet those threats.”

(e) Numerous commentors stated that previous BRAC rounds failed to evaluate research, development, test and evaluation, engineering, procurement, and technical facilities accurately, because of the lack of effective criteria to consider the features essential to their performance. They noted that the criteria applied to such facilities in previous rounds were largely the same criteria that were applied to operations, training and maintenance facilities serving very different functions. DoD highly values its research, development, test and evaluation, engineering, procurement, and technical facilities. Research, development, engineering, procurement and other technical capabilities are elements of military value captured within criteria one through four. The Department will consider military value in a way that incorporates these elements.

(f) Several commentors also raised concerns that the criteria did not take into account the availability of intellectual capital, critical trade skills, a highly trained work force, allied presence, and the synergy among nearby installations and between DoD facilities and nearby industrial clusters and academic institutions. DoD appreciates the importance of having an available pool of intellectual capital and critical trade skills that make up, and allow us to recruit and retain, a highly trained and experienced work force, as well as the synergy provided by nearby facilities. To the extent that the availability of highly skilled civilian or contractor work forces and relationships with local institutions and other installations influence our ability to accomplish the mission, they are captured in criteria one, three and seven.

(g) Some commentors urged DoD to consider strategic location and irreplaceable properties and facilities as part of military value. The availability and condition of land and facilities are an integral part of military value, specifically covered under criterion two. Furthermore, the strategic location of DoD facilities informs criteria one and three.

(h) Some commentors said that an installation’s demonstrated ability to transform, streamline business operations, and manage successful programs should be considered as part of military value. In some instances commentors praised the outstanding work of a particular installation or group of installations. DoD recognizes and appreciates the outstanding work done by its installations. Criteria one

and three capture both the ability to perform a mission and the quality of that work—both of which, in turn, capture the willingness to transform and streamline.

(i) Some commentors recommended that DoD consider an installation's role in homeland defense, security, domestic preparedness, and the war on terrorism as a part of military value. Some suggested that an installation's proximity to and ability to protect vital national assets, transportation facilities, major urban centers and international borders was a key consideration, while others indicated that geographic diversity or complete isolation should be the real objective in order to enhance security. The security of our nation, whether expressed as homeland defense, domestic preparedness, or fighting the war on terrorism, is an important DoD mission. Both the BRAC legislation and DoD's implementation of it ensure that homeland defense and security are considered in the BRAC process. Specifically, criterion two requires DoD Components to consider "[t]he availability and condition of land, facilities and associated airspace \* \* \* as staging areas for the use of the Armed Forces in homeland defense missions." Additionally, as a mission of DoD, all of these issues are captured by the requirements of criteria one and three.

(j) Some commentors noted that, in some areas of the country, expanding civilian use of adjacent lands is encroaching upon military properties and has impacted critical training requirements and preparations for deployments. Some said that installations located in rural regions with access to large areas of operational airspace over land and water as well as direct ingress/egress routes from water to land will be key to future military operational and training requirements. The issue of encroachment is captured by criterion two which requires the Department to consider the availability and condition of land, facilities and associated airspace.

(k) Some commentors recommended that DoD consider the difficulty of relocating missions and functions requiring federal nuclear licenses or environmental permits, as part of military value. DoD recognizes the importance of federal licenses and permits. The ability to accommodate current and future force requirements, which includes Federal licensing and permitting requirements, is covered under criteria one, two and three. Furthermore, the impact of environmental compliance activities (*i.e.*, permits and licenses) is also specifically captured in criterion eight.

(l) A few commentors were concerned that the "cost of operations" language in criterion four would not be a meaningful measure of military value because it would appear to encourage the closure or realignment of an installation in a high cost of living area, despite important strategic reasons for retaining that installation. Because DoD operates in a resource constrained environment, all resources—land, facilities, personnel, and financial—have value. Monetary resources are an inextricable component of military value because all equipment, services, and military salaries are dependent on the availability of this resource. Therefore, the extent to which one installation can be operated at less cost than another is worthy of consideration, particularly for business operations, although the importance of this will vary depending on the function involved.

### *(3) Other Considerations*

(a) Criteria five through eight deal with other considerations, such as costs and savings and economic, community, and environmental impacts.

(b) Some commentors recommended a standardized interpretation of the cost criteria. The Department agrees that costs and savings must be calculated uniformly. To that end, we are improving the Cost of Base Realignment Actions (COBRA) model used successfully in previous BRAC rounds to address issues of uniformity and will provide it to the Military Departments and the Joint Cross-Service Groups for calculation of costs, savings, and return on investment in accordance with criterion five.

(c) Several commentors stated that total mission support costs associated with reestablishing or realigning a military activity should be considered, including such things as the costs of reestablishing intellectual capital and relationships with nearby businesses and academic institutions, the costs associated with mission disruption, the costs of contractor relocations, and the availability and reliability of raw materials and supplies. DoD has improved the Cost of Base Realignment Actions (COBRA) model used in prior BRAC rounds to more accurately and appropriately reflect the variety of costs of base realignment and closure actions. DoD will provide it to the Military Departments and the Joint Cross-Service Groups for calculation of costs, savings, and return on investment in accordance with criterion five.

(d) A few commentors stated DoD should consider the total resource impact of a recommendation to the

Federal Government and reflect both costs and savings. The Department understands the decision making value of comprehensive consideration of costs. In accordance with Section 2913(d), the Department's application of its cost and savings criterion will "take into account the effect of the proposed closure or realignment on the costs of any other activity of the Department of Defense or any other Federal agency that may be required to assume responsibility for activities at the military installations." The Department will issue guidance to the Military Departments and the Joint Cross Service Groups that incorporates this requirement in the application of criterion five.

(e) Some commentors asked that DoD consider the impact of closing or realigning an installation on the local community and on military retirees in the area who rely on the installation's medical facilities, commissary, and other activities. While military value criteria must be the primary consideration, the impact of a closure or realignment on the local community, including military retirees residing therein, will be considered through criteria five, six, and seven. The DoD Components will calculate economic impact on existing communities by measuring the effects on direct and indirect employment for each recommended closure or realignment. These effects will be determined by using statistical information obtained from the Departments of Labor and Commerce. This is consistent with the methodology used in prior BRAC rounds to measure economic impact.

(f) Some commentors asked that DoD recognize that their state, facility or community was affected by closures and realignments in prior BRAC rounds and that it, therefore, be protected in this round. These and other commentors suggested that the Department view economic impact cumulatively or take into account the need of a community for an economic boost. Still others suggested that the current BRAC round respect decisions made in prior BRAC rounds—and not take any action inconsistent with a prior recommendation. DoD recognizes the impact that BRAC can have on local communities, and makes every effort in the implementation phase of BRAC to soften the effect of closures and realignments on local communities. The BRAC statute, however, specifically requires the Secretary to consider all military installations in the United States equally, without regard to whether that installation has previously



been considered for closure or realignment.

(g) The United States General Accounting Office (GAO) stated that the draft criteria, if adopted, would add an element of consistency and continuity in approach with those of the past three BRAC rounds. It noted that its analysis of lessons learned from prior BRAC rounds affirmed the soundness of these basic criteria and generally endorsed their retention for the future, while recognizing the potential for improving the process by which the criteria are used in decision-making. It suggested that DoD clarify two issues: (1) The Department's intention to consider potential costs to other DoD activities or federal agencies that may be affected by a proposed closure or realignment recommendation under the criterion related to cost and savings, and (2) the extent to which the impact of costs related to potential environmental restoration, waste management, and environmental compliance activities will be included in cost and savings analyses of individual BRAC recommendations.

As discussed above, DoD recognizes that the BRAC legislation required it to consider cost impacts to other DoD entities and Federal agencies in its BRAC decision-making and will issue implementing guidance to ensure that such costs are considered under criterion five.

On the second point raised by GAO, which was echoed by a few other commentors, DoD policy guidance has historically stipulated that environmental restoration costs were not to be factored into analyses of costs and savings when examining potential installations for realignment and closure, since DoD was obligated to restore contaminated sites on military installations regardless of whether or not they were closed. DoD concurs with GAO that determining such costs could be problematic in advance of a closure decision, since reuse plans for BRAC properties would not yet be determined and studies to identify restoration requirements would not yet be completed. As suggested, DoD will issue guidance to clarify consideration of environmental costs.

(h) A few commentors suggested that criterion seven—the ability of both the existing and potential receiving communities’ infrastructure to support forces, missions, and personnel “be included in military value and receive priority consideration. DoD has demonstrated in previous BRAC rounds that factors falling within this criterion can be applied within the military value

criteria if they directly relate to the elements of criteria one through four.

(i) A few commentors asked the Department to consider the social as well as the economic impact on existing communities. The Department recognizes that its installations can be key components of the social fabric of the communities in which they are located, in both a positive or negative sense. For instance, the BRAC statute requires that the Department consider any notice received from a local government in the vicinity of a military installation that it would approve of the closure or realignment of the installation. Additionally, because social impact is an intangible factor that would be difficult for the Department to quantify and measure fairly, issues of social impact are best addressed to the BRAC Commission during its process of receiving public input.

(j) A few commentors wanted to ensure that, as the Department considers the ability of community infrastructure to support the military, DoD view that ability as evolving, and consider the willingness and capacity of the community to make additional investments. The infrastructure provided by the communities surrounding our installations is a key component in their efficient and effective operation. As the BRAC legislation has established a stringent timetable for the Secretary to arrive at recommendations, the Department must focus on the existing, demonstrated ability of a community to support its installation, especially as potential investment actions may not translate into reality.

(k) One commentor requested clarification that criterion eight “environmental impact” includes consideration of the impact of the closure or realignment on historic properties. As has been the case in prior rounds of base closure, the Department will consider historic properties as a part of criterion eight.

(l) Several commentors stated that the criteria should consider the effect of closures and realignments on the quality of life and morale of military personnel and their families. The Department agrees that the quality of life provided to its military personnel and their families significantly contributes to the Department's ability to recruit and retain quality personnel. Military personnel are better able to perform their missions when they feel comfortable that their needs and those of their families are taken care of. Quality of life is captured throughout the criteria, particularly criterion seven.

## C. Previous Federal Register References

1. 55 FR 49678, November 30, 1990: Draft selection criteria and request for comments.
2. 55 FR 53586, December 31, 1990: Extend comment period on draft selection criteria.
3. 56 FR 6374, February 15, 1991: Final selection criteria and analysis of comments.
4. 57 FR 59334, December 15, 1992: Final selection criteria.
5. 59 FR 63769, December 9, 1994: Final selection criteria.
6. 68 FR 74221, December 23, 2003: Draft selection criteria and request for comments.
7. 69 FR 3335, January 23, 2004: Extend comment period on draft selection criteria.

Dated: February 10, 2004.

**L.M. Bynum,**

*Alternate OSD Federal Register, Liaison Officer, Department of Defense.*

[FR Doc. 04-3247 Filed 2-10-04; 2:04 pm]

BILLING CODE 5001-06-P

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## DEPARTMENT OF EDUCATION

### Office of Elementary and Secondary Education; Overview Information; William F. Goodling Even Start Family Literacy Programs; Grants for Indian Tribes and Tribal Organizations; Notice Inviting Applications for New Awards for Fiscal Years (FY) 2003 and 2004

*Catalog of Federal Domestic Assistance (CFDA) Number: 84.258.*

**DATES:** Applications Available: February 12, 2004.

*Deadline for Transmittal of Applications:* April 2, 2004.

*Eligible Applicants:* Federally recognized Indian tribes and tribal organizations. Applicable definitions of the terms “Indian tribe” and “tribal organization” are in section 4 of the Indian Self-Determination and Education Assistance Act, 25 U.S.C. 450b.

*Estimated Available Funds:* \$4,370,000. This is the combined estimate from both FY 2003 and FY 2004 funds. We are inviting applications at this time for new awards for both FY 2003 and for FY 2004 to make the most efficient use of competition resources. The Department may use the funding slate resulting from this competition as the basis for future years' awards.

*Estimated Range of Awards:* \$150,000–\$250,000 per year.

*Estimated Average Size of Awards:* \$200,000 per year.

*Estimated Number of Awards:* 17–29.

**Note:** The Department is not bound by any estimates in this notice.

*Project Period:* Up to 48 months.

## **APPENDIX C**

### **1991 AND 2001 MILITARY-RELATED POPULATION STATISTICS**

**(Prepared by OFM Forecasting)**

## POPULATION

### Military Related Population:

<b>Military Uniformed* and Civilian**, Plus Dependents***</b>	<b>1991</b>	<b>2001</b>
Washington Total	196,528	179,565
Island	17,179	18,259
Kitsap	75,906	68,240
Pierce	73,087	58,704
Snohomish	2,192	12,800
Spokane	12,919	10,125
Yakima	1,068	787

### Total State Population

	<b>1991</b>	<b>2001</b>
Washington Total	5,021,335	5,974,900
Island	62,107	72,400
Kitsap	197,462	233,400
Pierce	603,135	713,400
Snohomish	480,855	618,600
Spokane	372,750	422,400
Yakima	195,026	224,500

### Military Related Population, as a Percent of Total Population

	<b>1991</b>	<b>2001</b>
Washington Total	3.9%	3.0%
Island	27.7%	25.2%
Kitsap	38.4%	29.2%
Pierce	12.1%	8.2%
Snohomish	0.5%	2.1%
Spokane	3.5%	2.4%
Yakima	0.5%	0.4%

#### Notes:

\*Resident Armed Forces census counts/estimates by federal census definition of Resident Armed Forces.

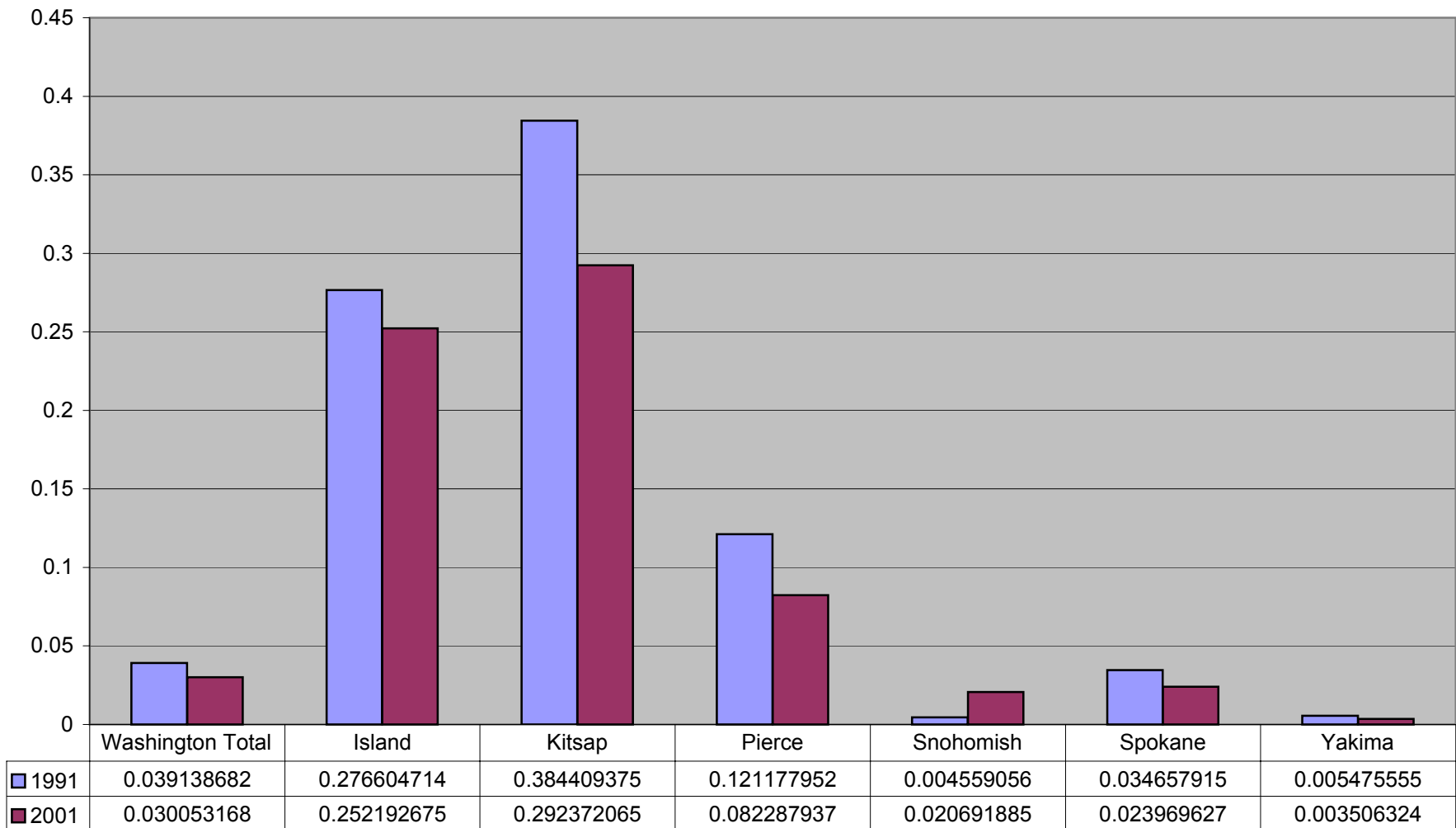
This series will not match other Office of Financial Management publications due to adjustments.

\*\*Military civilian based on Employment Security Department, LMEA data. Includes military hospital personnel for Kitsap and Pierce and Puget Sound Naval Shipyard employees for Kitsap.

\*\*\*Military dependent/military sponsor ratios used to estimate dependents were developed from Army and Air Force information. Civilian military employee dependents/civilian military employees ratio developed from 2000 census data for households with employed heads age 16 to 64.

<b>PSNS:</b>	<b>2001</b>
<b>Employees</b>	<b>7,746</b>
<b>Wages</b>	<b>444,490</b>
<b>Earnings</b>	<b>638,083</b>
<b>Factor</b>	<b>1.76</b>
<b>Dep</b>	<b>13,633</b>

## Military Related Population as a Percent of Total Population: State and Counties



## **APPENDIX D**

### **1991 AND 2001 MILITARY EARNINGS STATISTICS**

**(Prepared by OFM Forecasting)**

## EARNINGS (\$1000)

<b>Military - Uniformed*</b>	<b>1991</b>	<b>2001</b>
Washington total	2,281,627	3,154,269
Island	320,606	446,140
Kitsap	571,052	663,524
Pierce	893,854	1,200,473
Snohomish	23,976	314,397
Spokane	187,592	204,323
Yakima	13,087	15,677

<b>Military - Civilian**</b>	<b>1991</b>	<b>2001</b>
Washington total	934,142	1,289,729
Island	29,260	41,512
Kitsap	680,880	1,009,971
Pierce	253,262	279,758
Snohomish	5,809	26,378
Spokane	33,371	45,017
Yakima	6,872	10,738

<b>Total Military</b>	<b>1991</b>	<b>2001</b>
Washington total	3,215,769	4,443,998
Island	349,866	487,652
Kitsap	1,251,932	1,673,495
Pierce	1,147,116	1,480,231
Snohomish	29,785	340,775
Spokane	220,963	249,340
Yakima	19,959	26,415

<b>Earnings - State Total*** (\$1000)</b>	<b>1991</b>	<b>2001</b>
Washington total	74,962,322	137,199,518
Island	652,405	1,037,032
Kitsap	2,770,479	3,957,828
Pierce	6,621,456	11,383,340
Snohomish	5,562,825	10,179,283
Spokane	4,603,999	7,809,215
Yakima	2,070,497	3,133,876

### **Military Earnings as as Percent of Total Earnings**

	<b>1991</b>	<b>2001</b>
Washington total	4.3%	3.2%
Island	53.6%	47.0%
Kitsap	45.2%	42.3%
Pierce	17.3%	13.0%
Snohomish	0.5%	3.3%
Spokane	4.8%	3.2%
Yakima	1.0%	0.8%

\*Source: Federal Dept. of Commerce, Bureau of Economic Analysis (BEA). Reflects military personnel assigned to bases

\*\*Wages data from Employment Security Department, LMEA. Earnings estimated by OFM based on wages.

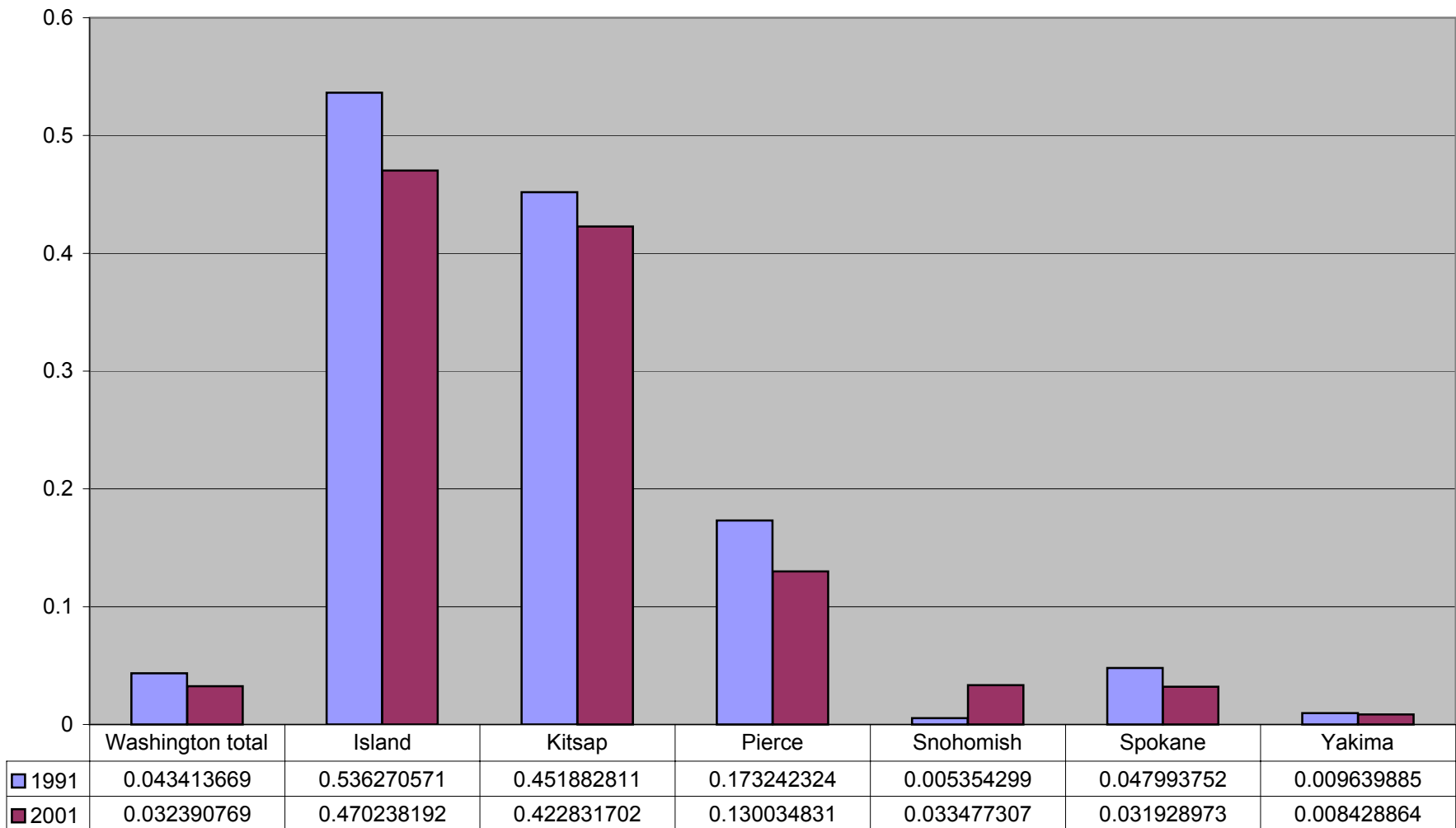
Federal civilian military earnings includes employees in military hospital and related facilities in Kitsap and Pierce Counties

Kitsap includes Puget Sound Naval Shipyard workers and earnings for 1991 and 2001

\*\*\* ESD/LMEA

<b>PSNS:</b>	<b>1991</b>	<b>2001</b>
Employees	11941	7746
Wages	404,534	444,490
Earnings	562,696	638,083

## Military Earnings as Percent of Total Earnings: State and Counties



## **APPENDIX E**

### **1998-2003 MILITARY CONSTRUCTION APPROPRIATIONS**



## **FY 1998 MILITARY CONSTRUCTION APPROPRIATIONS**

### **ARMY**

#### Fort Lewis/Yakima

New Medical Clinic/replacing older facility	\$ 5,000,000
Tank Trail erosion at Yakima Firing Center	\$ 2,000,000
Whole barracks complex renewal	\$ 31,000,000

### **NAVY**

#### Puget Sound Naval Shipyard Bremerton

Child Development Center	\$ 4,400,000
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#### Whidbey Island Naval Air Station

Electronic Warfare Training Center	\$ 1,100,000
Family Housing - 102 units	\$ 16,000,000

#### Naval Station Everett

Medical/Dental Clinic	\$ 7,500,000
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### **AIR FORCE**

#### McChord AFB

Conversion of C-141 hangars for C-17 aircraft	\$ 6,470,000
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#### Fairchild AFB

Fire Station Addition/Alterations	\$ 4,750,000
Education Center/Library	\$ 8,200,000
KC-135 Flight Line Improvements(Air Nat. Guard)	\$ 9,500,000
KC-135 Squadron Operations Facility	\$ 7,366,000

<b><u>TOTAL Washington State Military Construction FY 1998</u></b>	<b><u>\$103,286,000</u></b>
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## **FY 1999 MILITARY CONSTRUCTION APPROPRIATIONS**

### **ARMY**

#### Fort Lewis

Central Vehicle Wash Facility	\$ 4,650,000
Close Combat Tactical Trainer Bldg	\$ 7,600,000
Consolidated Fuel Facility	\$ 3,950,000
Tank Trail Erosion Mitigation(Yakima)	\$ 2,000,000

#### Fort Lawton, Seattle [Army Reserve]

Phase II Army Reserve facility	\$10,713,000
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### **NAVY**

#### Bremerton Strategic Weapons Facility Pacific

Security Facility Upgrade	\$ 2,750,000
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#### Puget Sound Naval Shipyard

Community Support Facility	\$ 4,300,000
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#### Sub Base Bangor

Disease Vector Ecology & Control Center	\$ 5,700,000
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#### Naval Hospital Bremerton

Addition/Alteration	\$28,000,000
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#### Whidbey Island Naval Air Station

80 Units / Family Housing	\$ 5,800,000
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#### Naval Air Station Everett

Acquisition of land and/or housing units in the vicinity of Naval Station Everett	\$ 6,000,000
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### **AIR FORCE**

#### McChord AFB

C-17 Alteration/Aircraft Maintenance Shop	\$ 2,321,000
C-17Add/Alter Simulator Facility	\$ 1,823,000
C-17 Add/Alter Age Maintenance Facility	\$ 2,110,000
C-17 Alteration of Composite Shop	\$ 1,630,000
C-17 Alteration of Maintenance Hangars	\$ 6,427,000
C-17 Flightline Support Facility	\$ 4,029,000
C-17 Life Support Equipment Facility	\$ 4,413,000
C-17 Ramp Hydrant Fuel System	\$18,025,000
C-17 Repair Base Roads	\$ 2,224,000
C-17 Shortfield assault strip	\$ 2,321,000
C-17 Squadron Operations-a/c maintenance unit	\$ 6,524,000
Clinic Warehouse Replacement	\$20,000,000

#### Fairchild AFB

KC-135 Squadron Ops/Aircraft Maintenance Unit	\$ 7,620,000
Replace Housing Office & Maintenance Facility	\$ 1,692,000
Replace Family Housing (14 Units)	\$ 2,300,000
Survival Academic Training Support Center	\$ 3,900,000
Air National Guard Composite Support Complex	\$ 9,800,000

<b><u>TOTAL Washington State Military Construction FY 1999</u></b>	<b><u>\$178,622,000</u></b>
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## **FY 2000 MILITARY CONSTRUCTION APPROPRIATIONS**

### **NAVY**

Puget Sound Naval Shipyard	
D-5 missile facility/ Strategic Weapons Facility Bremerton	\$ 6,300,000
Dredging	\$15,610,000
Port Hadlock Ordnance Facility Tomahawk magazines	\$ 3,440,000
Whidbey Island Naval Air Station	
Aircrew Water Survival Training Facility	\$ 4,700,000
Sub-Base Bangor	
Pier Replacement, NUWC Keyport	\$ 6,700,000

### **AIR FORCE**

McChord AFB	
C-17 Squadron Ops facility	\$ 7,900,000
C-17 Squadron Ops facility / RESERVES	\$ 3,300,000
Fairchild AFB	
Survival Training Complex	\$ 4,500,000
Flightline Support Facility	\$ 9,100,000
Runway Center Lighting	\$ 1,950,000
Addition to fuel hydrant system	\$12,400,000

### **ARMY**

Fort Lewis	
Physical Fitness Training Center	\$ 6,200,000
Dental Clinic Replacement	\$ 5,500,000
Family Housing Addition	\$ 9,000,000
Yakima Training Center	
Tank Trail Erosion Project	\$ 2,000,000
Ammunition Supply Point	\$ 5,200,000
Army Nat. Guard MATES project, Yakima Firing Center	
[Mobilization Training and Equipment Site]	\$16,316,000

<b><u>TOTAL Washington State Military Construction FY 2000:</u></b>	<b><u>\$120,116,000</u></b>
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## **FY 2001 MILITARY CONSTRUCTION APPROPRIATIONS**

### **NAVY**

Puget Sound Naval Shipyard	
Pier Replacement Increment 1	\$38,000,000
Industrial Skills Center – consolidation	\$10,000,000
Chemical Metallurgical Laboratory	\$ 9,400,000
Oily Wastewater Collection Facility	\$ 6,600,000
Pierside Laundry facility	\$ 1,930,000
Whidbey Island Naval Air Station	
Replacement of Junior Enlisted Homes	\$16,873,000
Naval Station Everett	
Aquatic Combat Training Facility	\$ 5,500,000
Sub-Base Bangor	
Modification of explosives handling wharf	\$ 1,400,000
Strategic Security Support Facility	\$ 4,600,000

### **AIR FORCE**

McChord Air Force Base	
Alteration of Nose Docks for C-17 aircraft	\$ 3,750,000
C-17 Squadron Operations Facility	\$ 6,500,000
Fairchild Air Force Base	
Joint Personnel Recovery Training Facility	\$ 5,880,000
Runway centerline lighting	\$ 2,046,000

### **ARMY NATIONAL GUARD**

Readiness Center / Armory, Bremerton	\$ 4,341,000
Readiness Center, Yakima	\$ 6,713,000

### **ARMY RESERVE**

Army Reserve Center Maintenance Shop, Tacoma	\$14,759,000
Fort Lawton site improvements	\$ 3,400,000

<b><u>TOTAL Washington State Military Construction FY 2001</u></b>	<b><u>\$141,692,000</u></b>
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## **FY 2002 MILITARY CONSTRUCTION APPROPRIATIONS**

### **ARMY**

#### **Fort Lewis**

Ammunition Supply Expansion	\$17,000,000
Barracks Complex – 17th & B St. – First Increment	\$48,000,000
Combat Vehicle Trail	\$ 7,300,000
Deployment Staging Complex	\$15,500,000
Deployment Staging Complex RAIL	\$16,500,000
Pallet Handling Facility	\$13,200,000
Vehicle Maintenance Facility	\$ 9,100,000
Vehicle Maintenance Facility	\$ 9,600,000
Army Reserve Center Maintenance Shop	\$21,978,000
* Special Operations Command Language Facility	\$ 1,100,000
* Special Operations Command Tactical Equip.Complex	\$ 5,800,000

### **NAVY**

#### **Puget Sound Naval Shipyard**

Industrial Skills Center Project	\$14,000,000
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#### **Sub-Base Bangor**

Utilities and Site Improvements	\$ 3,900,000
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#### **Naval Station Bremerton**

Carrier Pier Replacement Increment II	\$24,460,000
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#### **Naval Station Everett**

Shoreside Intermediate Maintenance Facility	\$ 6,820,000
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#### **Whidbey Island NAS**

P-3 Support Facility	\$ 3,470,000
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Aircrew Survival Training Facility	\$ 6,600,000
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New Control Tower	\$ 3,900,000
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### **AIR FORCE**

#### **McChord Air Force Base**

ADAL Mission Support Center Phase One	\$15,800,000
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Extension of Nose Docks for C-17 aircraft	\$ 4,900,000
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#### **Fairchild AFB**

Replacement of Munitions Maintenance Facility	\$ 2,800,000
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<b><u>TOTAL Washington State Military Construction FY 2002</u></b>	<b><u>\$251,728,000</u></b>
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## **FY 2003 MILITARY CONSTRUCTION APPROPRIATIONS**

### **NAVY**

#### **Whidbey Island NAS**

A/C Direct Refueling Facility	\$ 9,180,000
Indian Island Ammo Wharf Improvements	\$ 4,030,000
Ault Field Security Fence	\$ 8,400,000
Planning/Design, Whidbey NAS Fire Station	\$ 180,000

#### **Naval Station Bremerton**

Waterfront Revitalization	\$ 8,550,000
Bachelor Enlisted Quarters and Parking	\$35,120,000
Ship Movements Office/Control Tower	\$ 2,200,000

#### **Puget Sound Naval Shipyard**

Industrial Waste Treatment Facility	\$11,390,000
Waterfront Support Facility	\$21,072,000
Anti-terrorism/Force Protection	\$21,670,000
Anti-Terrorism/Force Protection Parking [addition to prior amt]	\$ 3,000,000

#### **Sub-Base Banger**

Relocation of Waterfront Shops	\$ 5,900,000
Missiles Spares Storage Bldg	\$ 7,340,000
Small Arms Training Center	\$16,410,000
Keyport Undersea Warfare Systems Dependability Ctr/Phase 1	\$ 7,500,000

### **ARMY**

#### **Fort Lewis**

Fencing/Force Protection	\$ 2,395,000
Barracks Complex -17th&B Street Phase 2	\$50,000,000
Battle Simulation Center	\$24,000,000
Combined Arms Collective Training Facility	\$29,800,000

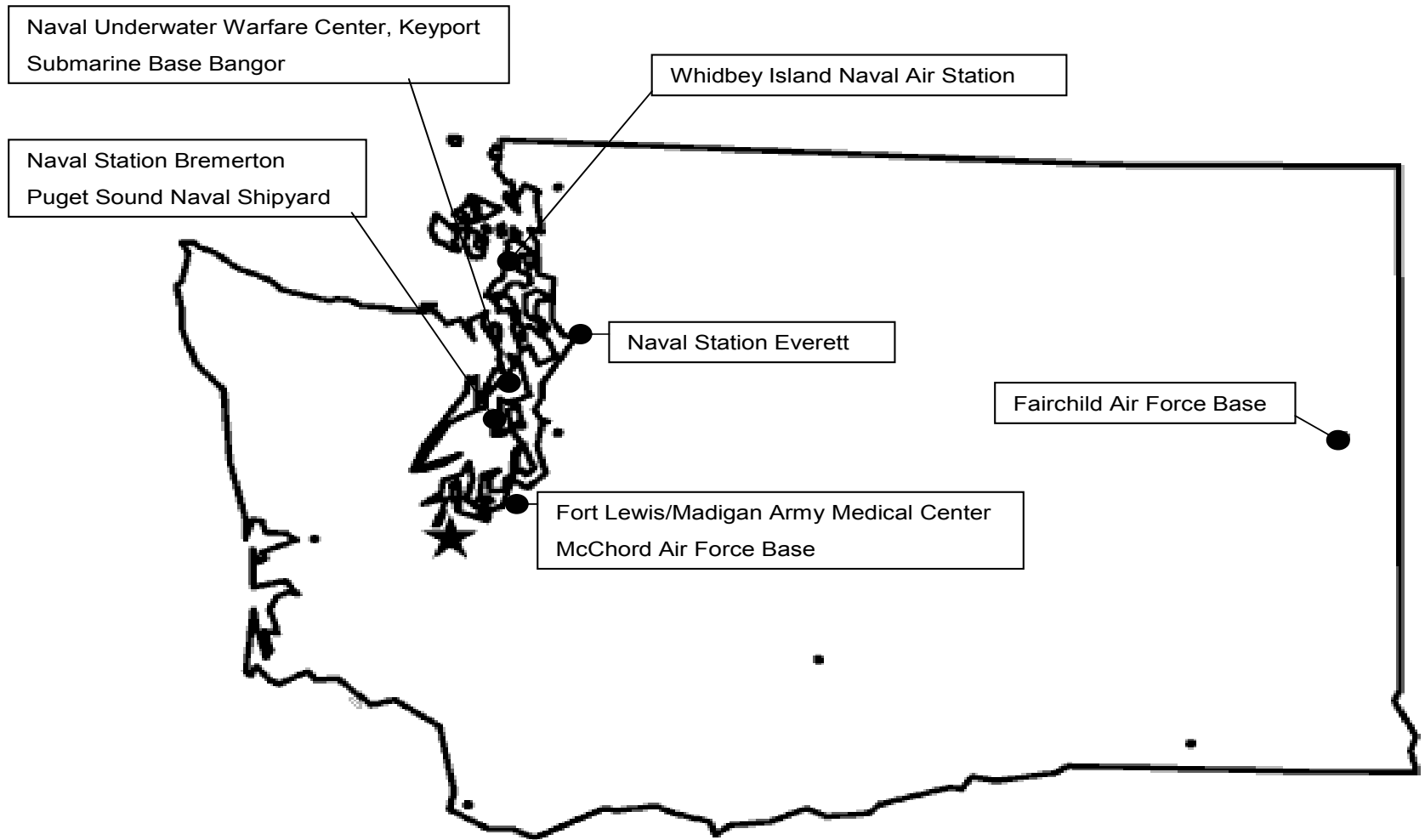
### **ARMY NATIONAL GUARD**

Planning&Design-InformationOpsArmory/Camp Murray	\$ 856,000
Spokane Readiness Center Phase I	\$ 8,800,000

<b><u>TOTAL Washington State Military Construction FY 2003</u></b>	<b><u>\$278,393,000</u></b>
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## **APPENDIX F**

### **WASHINGTON STATE MAP – LOCATION OF MILITARY BASES**





# **APPENDIX G**

## **Contact List**

## CONTACT LIST

Chris Rose, Office of Financial Management  
(360) 902-0640  
[chris.rose@ofm.wa.gov](mailto:chris.rose@ofm.wa.gov)

Donald Rumsfeld, Secretary of Defense  
1000 Defense Pentagon  
Washington, DC 20301-1000

Paul Wolfowitz, Deputy Secretary of Defense  
1010 Defense Pentagon  
Washington, DC 20301-1010

Ray DuBois, Deputy Under Secretary of Defense (Acquisition and Technology)  
3010 Defense Pentagon  
Washington, DC 20301-3010

James Roche, Secretary of the Air Force  
1670 Air Force Pentagon  
Washington, DC 20330-1670

Nelson F. Gibbs, Assistant Secretary of the Air Force (Installations & Environment)  
1670 Air Force Pentagon  
Washington, DC 20330-1670

Gordon England, Secretary of the Navy  
1000 Navy Pentagon  
Washington, DC 20350-1000

H. T. Johnson, Assistant Secretary of the Navy  
1000 Navy Pentagon  
Washington, DC 20350-1000

Thomas White, Secretary of the Army  
101 Army Pentagon  
Washington, DC 20310-0101

Les Brownise, Under Secretary of the Army  
101 Army Pentagon  
Washington, DC 20310-0101

Mario P. Fiori, Assistant Secretary of the Army  
110 Army Pentagon, Room 3E464  
Washington, DC 20310-0110